SUMMARY REPORT

of the

TRI - COUNTY COLLEGE STUDY

"...The people of Bay, Midland, and Saginaw counties can best serve their needs by joining forces to build and operate a single, jointly-controlled and jointly-financed college, situated so as to be most readily accessible to a majority of the residents in the three counties."

"This college should be of the highest excellence and should not be limited in scope. It should be instituted as a two-year college but its controlling board should have authority to develop a full four-year degree-granting institution if and when, in the board's judgment, the needs of the three counties require that this be done, and legislative approval is obtained."

-- "The Summing Up" (p. 28)

June 13, 1956
Bay City, Michigan

. Prepared for submission to the people of Bay, Midland, and Saginaw Counties by the Committee of 300 of the Tri-County College Study.

. Based on the findings and recommendations of six major sub-committees assigned to study specific phases of the question of establishing a joint college for the three counties.

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Summary Report

Tri-County College Study

Introduction

The Tri-County College Study Project is now a year old. Basically, this first year has been spent in organizing the project and making the preliminary studies necessary to determine the advisability and feasibility of establishing a college to serve Bay, Midland and Saginaw Counties.

As this first phase of the study comes to a close, the Study Committee feels that a general interim report to the people of the three counties is vital and necessary, since it has been the constant objective of the committee members involved to keep the public informed of the plans, progress, and problems connected with the study.

This summary report is therefore submitted to the public with these things in mind. It is hoped that it will be read and studied widely in the months to come.

It is the feeling of the Committee that the study has made remarkable progress during this first year of its existence. It is unique as a study in that it represents an effort by laymen -- citizens representing an extreme diversity of professions and interests -- to determine the educational needs of their youth and the best means of serving these needs.

The educators of this and neighboring areas have, naturally, played an important role in the project's development, and this cooperation between educators and laymen has been one of the outstanding factors in the success of the project to date.

The organization of approximately 300 committee members--100 from each county--into working groups, and the development of findings on which virtual unanimity could be established, has been at times a difficult task. It has also, the Committee believes, been an eminently successful exercise in grass-roots democracy;

and as such, the most dependable foundation on which a college could be built.

The members of the Committee feel that the ground has been carefully prepared during this preliminary period. We now come to that most critical stage at which we plant the seed and attempt to protect the first stirrings of life. This work will continue later this year with our projected publication of a Final Report.

To bring this seed to successful fruition will require the joint efforts of many public-spirited citizens in the months to come. We have already enjoyed the assistance of many such persons, both within the Tri-County Area and from neighboring and more distant points, and for this assistance we are deeply grateful. In this spirit we submit the report which follows.

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History

Generally speaking, the demand for educational facilities beyond the high school level has been felt in the three countries concerned, with constantly increasing severity, since World War II. Bay City Junior College, which has supplied the only higher education in the Valley for 35 years and is now attempting to serve a mushrooming student body, is threatened with eviction from its present cramped quarters. Saginaw, which supplies 40 per cent of Bay City Junior College's students, has for several years been planning to provide at least junior college facilities of its own, and has been under heavy pressure to do so. And Midland has made seven studies of its post-high school educational needs since 1947, all of them pointing to the establishment of a college.

With such parallel demands existing in the three counties, it was natural that the question of a joint college for the three counties be considered by their school officials--and by other concerned citizens. In February, 1955, these citizens came together at Midland to discuss possible united action.

From there, the idea snowballed. The original conferees asked 10 leading citizens from each county--school officials, editors, civic and business leaders--to a meeting at the Tri-City Airport. Shortly afterwards the committees were expanded to 25 members from each county, and later to 100, as the project gathered scope.

Reasons for a United Effort

During these meetings that led to establishment of the present organization, a number of outstanding reasons for considering a tri-county college became evident. Among them are the following:

1. The larger enrollment and broader base of support provided by the three counties together would make a broader curriculum and better facilities available to our young people.

2. A tri-county college could attract and hold qualified teachers, and probably could obtain a better faculty than could any one of our communities by itself.

3. Many people saw, in a tri-county college, the possibility of having ultimately a four-year college for our area--a prospect that is unlikely for any of us if we should go our separate ways.

4. The college area could become a new center for joint activities, civic and cultural as well as educational. And to all participants, it would offer a source of kinship and pride. Probably no other device that will ever be proposed could provide such a strong force for building unity and cooperation among our Valley people.

5. A number of distinct benefits could accrue to students in an area college.

   a. Living at home within reason able driving distance from a college, students would find the cost low as compared to going away to school and a college education would thus be made accessible to many for whom it might otherwise be out of reach.

   b. Yet, separation of the college from our individual cities would offer students opportunities for broader associations and horizons unlimited by close local ties. The students would be apart from their high schools and obtain some of the desirable flavor of "going away to school."

   c. No doubt, cooperative courses could be arranged in the Valley that could provide work experience plus more income for students.

   d. The broader curriculum, the stress on quality that has been proposed, the probability that such a college would be more widely accredited--all of these make it likely that the education or degree obtained would receive more recognition and that students and their parents would receive more value for their money.

   e. Finally, association together of many young people of the Valley area in this common enterprise would contribute greatly to their future unity, communications, cooperation and prosperity as "Valley citizens."

All of these ideas accent united action toward a common goal--a basic theme in our democratic nation's birth and growth.

Organization

In June, 1955, the temporary committee met and began organizing formally to undertake the college study. Otto C. Pressprich of Saginaw County was elected chairman; Frank C. Learman of Bay County, vice-chairman; and Chester C. Payne of Midland County, secretary. A seven-man executive committee from each county was created to help the officers in laying down general policy.

The group asked the Michigan State Department of Public Instruction for its advice. The department arranged for Ferris N. Crawford, chief of the department's Division of Higher Education and Certification, to become coordinator of the study.

The committee's study was then organized into seven main fields, and sub-committees formed to study each area. Most of the sub-committees are composed of separate smaller committees in each county. From the number of people involved, this form of organization gave rise to the use of "Committee of 300" as a title for the group.

The seven committees and their functions:

1. Objectives Committee - Preparation of a broad outline of objectives to guide the work of the other committees.
2. Needs Committee - Determination of the educational needs which might be met by a college, and of the facilities required to meet these needs.
3. Geographical Committee - Study of the extent to which the three counties and surrounding areas might be considered a unit, able to establish and maintain a college.
4. Location Committee - Determination of the most logical area for a college.
5. Finance Committee - Consideration of sources of revenue for a college and allied questions.

6. Legal Committee - Study of the laws pertaining to a project of this nature, and related matters.

7. Public Information Committee - Service of the public information needs of the other committees.

The balance of the report is based on the findings of these committees.

Beliefs and General Recommendations

The Objectives Committee, whose mission was to chart general directions for the other committees, was of necessity the first to report. Because of its importance to the study, the following statement of Beliefs and Recommendations by this committee is repeated here:

Beliefs

1. The Committee believes that the fundamental responsibility for the education of their children lies with the residents of the Saginaw Valley themselves, and that socially and morally this responsibility extends beyond the high school level.

2. The Committee believes that the area generally referred to as the "Saginaw Valley", comprising at least the three participating counties, possesses a common heritage in history, geography, and social custom and thus fulfills the basic requirements for establishing and maintaining an institution of higher learning to serve the needs of its populace.

3. The Committee believes that the establishment of such an institution of higher learning would also fulfill a need of the entire area for a common center for the cultural activities of all of our citizens -- such as music, drama, art and lectures. Thus the college will become a center for those cultural activities in which all three communities can work together.

4. The Committee believes that the establishment of an area college would require the approval of the qualified voters of the three counties, both to provide for its initial establishment and to assure continuing, long-term financial support.

General Recommendations on the Scope of the College

1. It is recommended that all committees base their long range studies on the establishment of an institution of higher education of the highest excellence.

2. It is recommended that the ultimate objective of the institution be a four-year liberal arts college, but that we begin by merging the two-year college programs now offered or proposed within the separate counties, subject to expansion at a later practical date, to a full four-year degree-granting institution at the discretion of the governing body of the college.

This seems the most economical and flexible form to meet the needs of the area. The traditional arts-college curriculum prepares students to go directly into business and many other fields, and it offers the best education for personal development and citizenship. It is prerequisite for admission to graduate work in law, medicine, science, and other fields. After two years students might transfer to colleges offering more specialized curricula, too expensive for the local college to offer. After three years students might transfer to certain professional schools, like engineering, and thus secure two degrees in five years.

3. It is recommended that this college also provide two-year terminal curricula in semi-professional and technical fields such as agriculture, homemaking, business practice, drafting, and other subjects for which sufficient demand exists or develops.

4. It is recommended that college-level evening courses be provided. Such evening courses may on occasion offer subjects for day students that may not otherwise be available.

Evidence of Need

The Study Committee finds that many conditions in the Valley area point toward needs which might be met by a tri-county college. These include:

1. A growing number of young people in the area who might attend a tri-county college, because of
   a. The increasing number of high school graduates due to higher birth rates;
   b. The increasing percentage of students finishing high school;
   c. The increasing percentage of high school graduates who attend college; and
   d. The constant influx of new families moving into the area.
2. Rising occupational requirements, which demand greater technical competence of workers in many jobs.
3. The overcrowding of our present colleges and universities, which will mean that an increasing number of students must acquire at least part of their college education elsewhere.
4. Automation and other technological advances in industry and business, which require new occupational knowledge and skills, and which will become an even more important factor in the future.
5. The high cost of post high school education at institutions beyond commuting distance.
6. An increasing general public realization of the advantages of a college education.
7. The increasing complexity of local, state, national and world affairs, which demands a more thorough education for all peoples living under a democratic system.

Recommended Educational Program. With the foregoing as its basis of consideration, the Committee recommends the following programs of study:

1. Programs in the sciences and liberal arts. These would be designed to fulfill three basic educational needs:

   a. The need for a well-rounded general education program;

   b. The need to provide the first two years of a four-year degree program; and

   c. The need for an adult education program, offering subject matter designed to satisfy the varied requirements of people within the area.

2. Programs in occupational training. Broad offerings in this field would reflect but not be limited to the occupational opportunities in the area. These might include training programs for:

   a. Agriculture
   b. Chemical and other laboratory technicians
   c. Drafting, designing, mechanical and hydraulic technicians
   d. Electronic and electrical technicians
   e. Graphic arts technicians
   f. Homemaking
   g. Sales, marketing, distributive workers
   h. Secretarial and other office workers

Many other categories might be added, and any or all might lend themselves to cooperative programs with industry.

Estimated Enrollments. Several methods used by the Committee produced approximately the same predictions of probable enrollment, based on present enrollments in tri-county schools.

These indicate a probable enrollment of about 1,600 by 1960 and 2,700 in 1970 for a two-year institution, ranging up to about 4,000 students in 1970 for a four-year institution.

Physical Requirements. The physical facilities required would, of course, vary with the educational program offered and the probable enrollment.

The Committee concludes that a site of about 640 to 1,000 acres would be desirable to meet present and future needs, together with buildings comprising at least 250,000 square feet now, or 350,000 square feet for a four-year college based on estimated 1970 enrollment.

Important considerations were the probable difficulty of obtaining desirable additional land for future expansion, since this might involve excessive costs and probable condemnation proceedings; the need of room for parking facilities, outdoor sports activities, and landscaping; the possibility of expansion to a four-year college with a full complement of auxiliary buildings, activities, and services; and the need for zoning protection.

Geographical Requirements

The Question of Common Background. The Tri-County College Study appears to be unique in its effort to bring together three counties for the purpose of establishing a common center of higher learning. When the proposal for such a college is presented to the State for approval, there must be conclusive evidence that the three counties have common geography, common history and common interests. The State must be assured, too, that these three counties have a stable economic structure and a growing population to insure continuing success and operation of a college. This assurance is necessary under state laws to get legal authorization for establishing such a college and also to qualify for state subsidy.

To arrive at a proper appraisal of these relationships in the Saginaw Valley, the Committee made a special study of the geography, history, economics, sociology, agriculture, population and adjoining region as they would affect the establishment of such a college.

Geography. The counties of Bay, Midland and Saginaw are part of one geographic unit -- the Saginaw River Basin, commonly called "the Saginaw River Valley". Because of its ancient history as a lake bed, the Saginaw Valley has no geographical obstructions to prevent easy communication between the residents of the area. In fact, its gentle topography tends to pull its people together and to encourage the interchange of sociological, industrial and economic relationships.

History. Early French and English fur traders, following the pathway of the Great Lakes, visited the area and their reports brought in the first white settlers.

By the 1830's, demands for lumber in the East had attracted the attention of lumber barons to the vast timberlands of Michigan. By 1882, Bay City, Saginaw and Midland had become major logging centers. The three cities have since developed into the major centers of their respective counties. They form a triangle in the valley and no more than 20 miles separate them in any one direction. With the decline of lumbering about 1892, clearing of the cut-over lands encouraged farming. The rich lake bottom silt loams and clay loams in the area attracted settlers and developed many smaller communities in the valley.

Economics

1. Industry. The Tri-County area has a well developed, broadly diversified and fast growing industrial valley. Some 42 different kinds of industry and manufacturing are found in the area.

Because of the Valley's location as a Great Lakes seaport, the impact of the St. Lawrence Seaway is expected to increase greatly the industrial and trade activity of the area.

Stability of employment is a characteristic of the Tri-County Area. Recent announcements of industrial building and utility expansion support confidence in the future economic health of the area.

A wide range of technical and trade skills is required to supply these industries with manpower. The labor force is drawn from throughout the valley, with many workers crossing city or county lines to reach their jobs elsewhere in the Valley.

2. Trade and Commerce. Common interests exist from the interchange of business in the three counties. The accessibility of marketing areas close to each other and the fact that business firms, newspapers, radio and television stations and financial houses carry on business throughout the Valley are further evidence of the close commercial ties. Wholesale houses in Saginaw and Bay City also serve almost the entire northeast section of the state.

3. Transportation. The three counties are serviced by state bus lines and three railroads. The Tri-City Airport is jointly operated by the three cities. Good roads from all parts of the three counties tie the Valley together as a single unit.

Sociology. The three counties work together in law enforcement, hospitalization, hospital associations, public health planning, children's clinics, adult mental health clinics, polio programs and many others. Most of the major service clubs, church organizations and professional societies cooperate in activities, exchange speakers and keep informed of Valley activities through their district offices. The terms "Valley," "Tri-City" and "Tri-County" are constantly appearing in titles designating cultural and social activities that are carried on jointly.

Agriculture. The Saginaw Valley leads the state in cash crops. The bean capital of the world is located here, and the Valley is a leading sugar beet center. These crops, along with wheat, potatoes, garden vegetables and dairying make up the agriculture picture of the Tri-County Area.

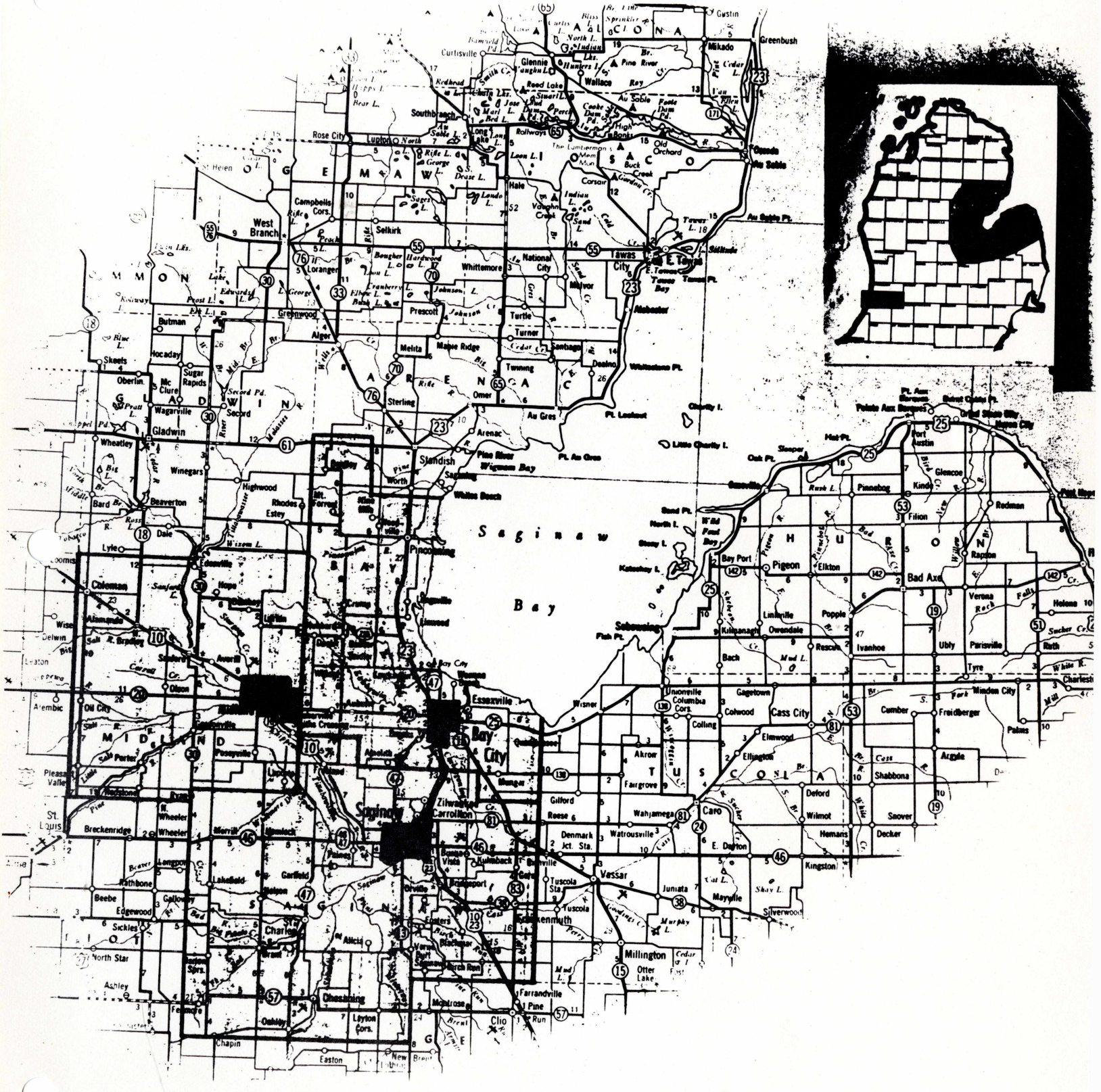
Population. The Tri-County Area, covering 1780 square miles, has a total population of 301,000. Population growths in the three counties during the past decade have followed closely the extraordinarily rapid growth throughout Michigan.

Region. This area is a major center of population in Northeast Michigan and serves as an industrial, trade and cultural center for other counties in the region.

These other counties are Iosco, Ogemaw, Gladwin, Arenac, Huron, Tuscola and part of Sanilac. Their residents can be considered as possible users of college facilities on a tuition basis.

Conclusions about Area Unity. The conclusion of the Tri-County College Study Committee, based upon careful research as outlined in this report, is that in most respects the Tri-County Area, composing the counties of Saginaw, Bay and Midland, is a unit. This conclusion is based upon the following evidence:

1. Historically, the area has been tied closely by land topography, lumber products and waterways.
2. Industrially, the area represents an interrelated though diversified, type of manufacture.
3. Commercially, the area is unified by interchange of trade at both the wholesale and retail levels.
4. In transportation and communication, the three counties are joined by highways, airport facilities, railroads, newspapers, radio and television stations.
5. Agriculturally, the area presents a very similar pattern.
6. In cultural and recreational interests, striking similarities were discovered in the Tri-County area. Numerous instances of inter-county and inter-city relationships lead to the conclusion that basically the area presents a unified and highly integrated sociological and economic pattern.


Saginaw
Bay
Bay City
Saginaw
Midland
Essexville
Zilwaukee
Carrollton
Vassar
Caro
Millington
Standish
Pinconning
Auburn
Kawkawlin
Linwood
Sebewaing
Pigeon
Bad Axe
Harbor Beach
Port Austin
Port Sanilac
Lexington
Marlette
Sandusky
Croswell
Peck
Deckerville
Minden City
Cass City
Unionville
Gagetown
Colwood
Colling
Elmwood
Ellington
Akron
Fairgrove
Gilford
Reese
Wahjamega
Watrousville
Denmark
Tuscola
Millington
Otter Lake
Mayville
Silverwood
Junista
Kingston
Deford
Wilmot
Shabbona
Argyle
Decker
Snover
Hemans
Ubly
Parisville
Ruth
Ivanhoe
Rescue
Owendale
Popple
Limerville
Kilmanagh
Elkton
Bay Port
Filion
Redman
Kinde
Pinnebog
Glencoe
Verona
Rapson
Helena
Charleston
Tyre
Bach
Mud L.
Oil City
Alma
Alma
Alma

Location of the College

Requirements. Location of a community college serving a valley area becomes of primary importance if all communities in the area are to be satisfactorily served. Our conclusions can be summarized as follows:

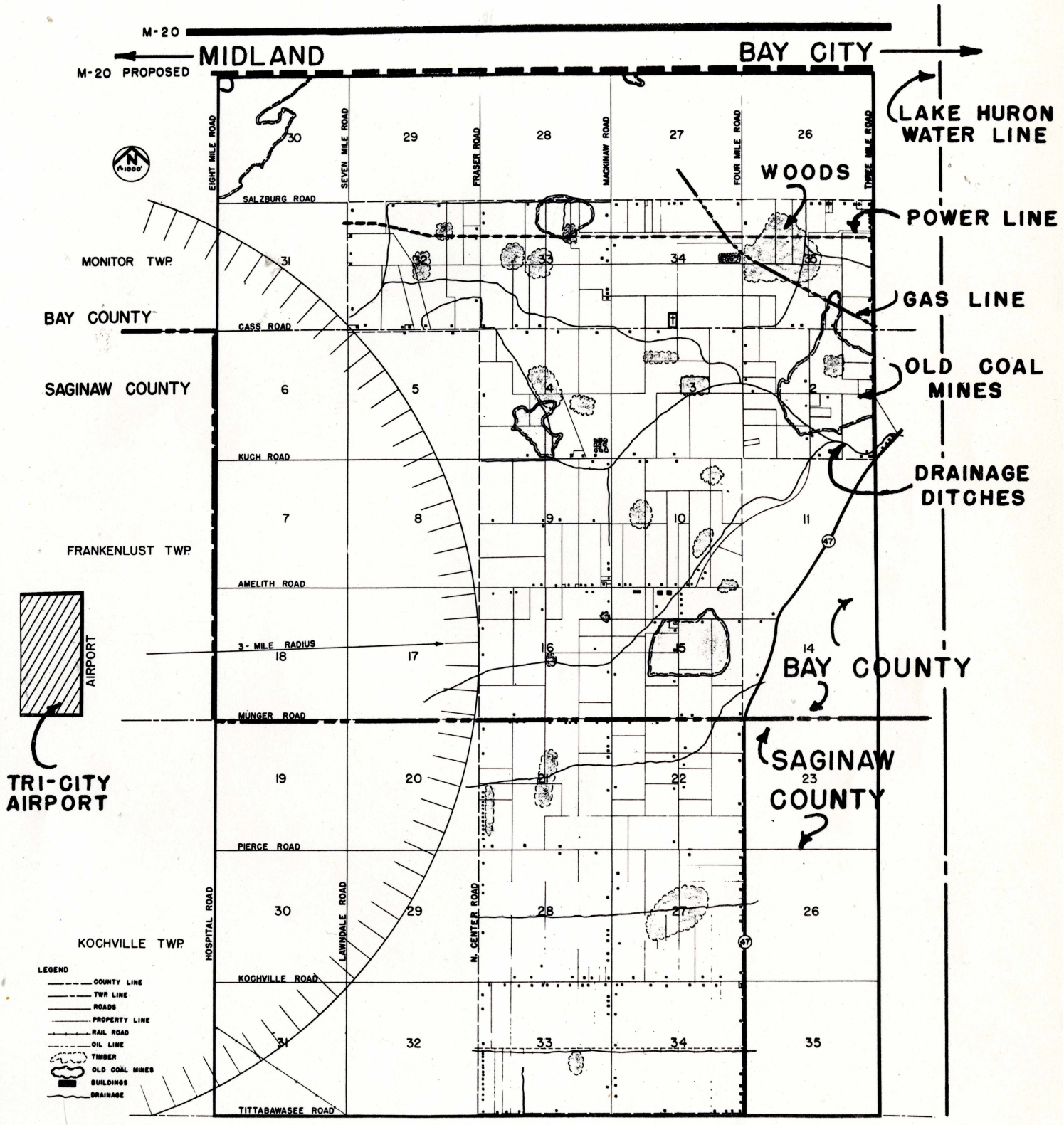
1. Central Location. The college should be located near the geographical and population center of the three counties but apart from any existing community.

2. Driving Time. The community located at the greatest distance from the college should have the most direct line of transportation. The studies showed that the unobstructed traffic patterns were as vital as distance in making the college available to commuters. Driving time between Bay City, Saginaw and Midland to the proposed area is approximately the same.

3. Acreage Required. Sufficient land, 640 to 1,000 acres, should be purchased or optioned to provide for the long term development and zoning control of the proposed college.

4. Land Cost. Land is available for a college in the area recommended, but actual costs are difficult to determine until a specific location is selected.

5. Water Supply, Drainage, Utilities. All utilities necessary to the operation of an area college are available in the sections recommended. Water can be obtained by extending the nearby Lake Huron water line. Installation of an aerobic sewage disposal system would be practical and economical, and present land drainage would be satisfactory. Gas and electric power are readily available throughout the area.



TRI-COUNTY COLLEGE STUDY AREA

6. Distance from Airport. The college should be located at least three miles from the Tri-City Airport for reasons of excessive noise, safety and the possible use of the airport as a military base.

Site Recommendations. The Study Committee recommends for consideration an area of seventeen sections of land located in Bay and Saginaw Counties, as follows:

Six sections of Kochville Township, Saginaw County; seven sections of Franklinlust Township, Bay County; and four sections in the extreme southern part of Monitor Township, Bay County as indicated on the attached map.

It appears that the site will extend over two or more sections of land.

Financing the College

The Committee has undertaken a two-fold financial study to estimate the capital and operating costs* of the proposed college and to determine possible sources of income for this purpose.

Estimated Costs. We have confined our cost figures to round number estimates. Determining costs more precisely is made difficult because unknown factors remain to be considered .

* In financial or business language, "capital expense" means the amount of money required to obtain a site, to improve the location, and to build or construct business facilities. In short, it means the money required to get a business, plant or school ready to operate. When the doors are opened to business or in this instance, to students, such costs as maintaining the building and paying teachers, are known as "operating expenses."

The Committee, after careful consideration of known factors and possibilities, reports the following costs for a two-year Tri-County College which would adequately serve the needs of 2,000 students:

1. Capital Expenses

Site	1000 acres		$ 200,000
Building	Single unit, 250,000 sq. ft.		$4,600,000
Auditorium	3000 seats		$1,500,000
Classroom Equipment			$ 450,000
Utilities			
(a) Water supply	$175,000		
(b) Sewage Disposal	$ 75,000		
(c) Gas and Electricity	25,000		
Total estimated utilities cost			$ 275,000
Roads 1 mile blacktop, curbs, gutters			$ 50,000
Parking Area graveled, 1000 cars			$ 35,000
Ground Improvement grading, filling landscaping			$ 115,000
Fees			
(a) Architectural and Engineering		$350,000	
(b) Legal		$ 25,000	
Total estimated fees			$ 375,000
Contingency Fund 5% of total			$ 400,000
Total Estimated Capital Expense.....			$8,000,000

The figure of $8,000,000 for capital expense does not include several items which are considered desirable, but not necessary, in the establishment of a Tri-County College. These include a field house, swimming pool, athletic fields, dormitories and faculty housing.

2. Operating Expenses

The cost of operating a community or junior college is estimated to be about $500 per year per student. This amount includes salaries, utilities, upkeep and miscellaneous operating costs. Assuming an average enrollment of 2000 students, the committee estimates yearly operating expenses at ..... $1,000,000.

Sources of Income

1. For Capital Expense. The Committee finds that the $8,000,000 capital outlay required to establish the college would require a bond issue. The bonds would have to be retired, or paid-off, by a tax levied on property owners in the three county area. The Committee recommends that the bonds be retired in fifteen years or less. We have reviewed the state equalized valuation of all three counties to determine what tax would have to be levied to accomplish this objective.

The 1955 state-equalized valuation for the three counties is:

Bay	$231,488,867
Midland	$167,525,000
Saginaw	$300,775,000
Total	$729,788,867

The bond issue could be retired in fifteen years or less with a 1 mill levy, meaning property owners would pay $1 per $1000 of state-equalized valuation for this purpose.

2. For Operating Expense. The reports of Michigan community colleges indicate that their income is divided between tax revenue, state aid, and tuition payments. The estimated cost of $500 a year for each student might be paid as follows:

Tax revenue	$160
State Aid	$190
Tuition paid by students	$150
Total	$500

Again assuming 2000 students and an operating cost of $1,000,000 annually for the Tri-County College, the tax revenue required would necessitate a tax levy of approximately 0.4 mill or 40 cents per $1000 of state equalized valuation.

Thus the total tax levy necessary to establish and operate a Tri-County College of a size adequate to serve 2000 students would be 1.4 mills.

Financing a Four-Year College. In reviewing the estimated costs for a two-year college, the Committee kept in mind the desire for an eventual four-year college. This fact is reflected in the estimates for land acquisition, auditorium facilities, utilities and financing. The bond financing was estimated on as short a term as possible with practical tax assessment to allow for expansion at a later date.

It has been estimated that if the Tri-County College becomes a four-year school by 1970, approximately 1300 students can be expected to enroll for the junior and senior years. This would require an additional 100,000 square feet of floor space involving a building outlay of $1,840,000. The equipment and other capital outlay expense is estimated to be $300,000.

Operation expenses per student enrolled in these two years is 50% more than the cost for a first or second year student, or $975,000 for the 1300 students. There is presently no provision for State aid to the third and fourth years of a four-year locally controlled college.

Other bases including tri-city and single city colleges have been suggested as possible methods of answering the need for expanded college education facilities in the Bay-Midland-Saginaw county area. The Committee believes that a study of these alternative bases is outside the scope of the Tri-County College Study.

Recommendations for Financing. To accomplish the financing of a Tri-County College offering either two or four years of study, the Committee recommends;

1. That the combined efforts of the three counties is desirable in terms of a broad tax base.

2. That since school districts in all three counties have already found it necessary to vote extra millage* to meet their elementary or high school needs, the cost of capital outlay and operation should come from taxes spread above the 15-mill tax limitation.

3. That bonding for capital outlay should be retired in as short a period as possible and practical to allow for future expansion.

4. That the college governing body carefully study the advantages and disadvantages of multiple college buildings over a single building in the light of possible expansion.

The following tables show how the number of potential college students is growing in the three counties:

* In 1932, Michigan voters approved a constitutional amendment setting a legal limitation of 15 mills of taxation for any purpose. This limitation can only be exceeded by approval of voters at special elections.

TABLE I

Total Public & Non-Public School Enrollment (1955-56)

Bay, Midland, Saginaw

	K	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
Public School	6657	6309	5856	5670	4692	4284	4357	4526	4289	4025	3733	2130	2755	60,273
Non-Public School	301	1819	1946	1952	1637	1370	1313	1485	1480	873	788	707	690	16,361

TRI-COUNTY COLLEGE ENROLLMENT ESTIMATE

Formula:

A. The 1955-56 eighth grade will produce the 13th grade resident enrollment in the fall of 1960; the seventh grade of 1955-56 the 13th grade of 1961, etc.

B. The average "drop-out" experience, weighed for comparative enrollments in the three major cities, is taken as 6% loss from grade 8 to 9; 8% from 9 to 10; 8% from 10 to 11; 5% from 11 to 12; 75% from 12 to 13; 40% from 13 to 14.

C. The enrollment projection of Bay City Junior College for the 14th grade in 1960-61* is taken as reported at 440.

D. A 1/2% increase for each year after 1961-62.

E. No addition has been made for those delaying entrance for one or more years, or for migration except as reflected in the "drop-out" factors.

F. On the basis of present trends this projection shows that the tri-county college will attract about 55%-60% of all 13th and 14th grade students from the tri-county area. This is usual experience elsewhere.

Year	8th Grade	9th Grade -6%	10th Grade -8%	11th Grade -8%	12th Grade -5%	13th Grade -75%	14th Grade -40%	Non-Res.	13th & 14th Total Plus 1/2%
1955-56	5769 (8)								
1956-57	6011 (7)	5423							
1957-58	5670 (6)	5651	5090						
1958-59	5654 (5)	5330	4683						
1959-60	6329 (4)	5315	4904	4793	4449				
1960-61	7622 (3)	5950	4890	4512	4554	1112	440 *	75	1627
1961-62	7802 (2)	7165	5474	4499	4287	1139	667	150	1965
1962-63	8128 (1)	7334	6593	5037	4275	1072	683	175	1939
1963-64		7641	6748	6066	4787	1069	642	200	1970
1964-65			7040	6209	5763	1197	641	210	2057
1965-66				6480	5899	1441	718	220	2390
1966-67					6156	1475	864	230	2581
1967-68						1539	885	240	2676

Note: No less than five methods of projection were used. The findings varied by not more than 300 students. This method is on the conservative side.

Legal Basis and Organization

The Committee has reviewed present laws of the State of Michigan relative to community or junior colleges to determine if they are suitable for the establishment and operation of a college in the Tri-County area. For additional background, the laws of other states, such as New York, Texas and California, were studied.

An Applicable Law. Michigan laws provide for the establishment of a locally controlled, two-year community college by one school district[1], by two or more school districts[2], and by one or more counties[3]. Since this study is concerned with the establishment of a community college by three counties, the Committee concentrated attention on Act Number 188 of the Public Acts of 1955[3] governing the establishment of a college by one or more counties.

Act 188 provides for the creation of a community college district composed of one or more contiguous counties. With certain amendments, this statute would be entirely adequate for the establishment of a locally controlled two-year college in the Tri-County area.

Suggested Amendments to the Law

1. College Governing Body. Act 188 provides that the governing body of the college must be an 11-member Board of Trustees selected by various boards of education within the college district. The Committee believes this section of the act should be amended to permit the general voters of the Tri-County area to select the governing body. The Board of Trustees of the Tri-County College should consist of nine members, three being elected from each county by the voters of the county. Members would serve six-year terms, staggered so that one-third of the membership is elected every two years in the state spring election.

[1, 2] Michigan Statutes Annotated, Sec. 15.3791-15.3794
[3] Michigan Statutes Annotated, Sec. 15.615(11) - 15.615(21)

The Committee also suggests the present law be amended to permit the Board of Trustees to appoint an advisory committee consisting of representatives from school systems maintaining high schools in the college district.

We propose another amendment that would provide for the presiding officer of the Board of Trustees to be called "chairman" and not "president," as the law now indicates. The Committee believes the title "President" should be reserved for the chief administrative officer of the college.

2. Power to Levy Taxes. Other passages in Act 188 permit the college Board of Trustees to levy a tax of not more than one mill on the college district. This allocation, set by the Legislature, is not subject to change by the local county tax allocation boards. This is the only existing provision covering college operating expenses and capital outlay. Under this existing provision, the one mill is within the 15 mill limitation -- and thus would probably have the undesirable effect of taking one mill from the school districts now operating.

The attorney general of the State of Michigan has ruled that a college district established under this act does not have the right to submit to the electors the question of increasing the millage over the 15 mill tax limitation. The basis for this ruling is that the present law does not establish the college district as a separate taxing unit.

For these reasons, we feel that Act 188 does not provide for a satisfactory method nor an adequate amount of financing for the college we are proposing. We recommend the act be amended to permit establishment of the college district as a separate taxing unit. This would permit the electors of the district to increase millage over the 15-mill tax limitation for the establishment and support of the college.

The Committee also recommends that the act be amended to provide for a tax levy by the Board of Trustees of one-half mill, which would be subject to and within the 15-mill tax limitation. This levy -- for operating expenses -- would be an allocation by the Michigan Legislature rather than by local county tax allocation boards. A further proviso should be added that if any increase in millage above the 15-mill tax limitation is provided by voters, the amount should be sufficient to replace the one-half mill levy. Thus during the period that the college district is raising funds above the 15-mill limitation, it would not be entitled to any funds within the 15 mills. Any increase above 15 mills would require approval by voters in the college district.

Here is the reasoning behind the amendments suggested in the above paragraph. Under the Michigan Constitution, financing outside the 15-mill limitation can be voted for a maximum of 20 years at a time. If a new vote was not taken and carried at the end of the 20-year period, the college would then have to operate on the half-mill allocated under the amendment we propose. The half-mill allocation assures the college district of always having some money with which to operate.

3. Establishment of College District -- Under the present act, if the counties of Bay, Midland and Saginaw voted on the establishment of a college district, a district would be created if the voters in one or more counties approved the district establishment. The district would consist of the counties voting the affirmative. The committee believes the will of the people would be better served if the act were amended to require an affirmative vote in each of the counties included in the proposed district. Then, in the event that such an issue failed to carry in one or more counties, those counties approving the formation could re-submit the question for a district that would be composed of an area not including the counties that rejected the original proposal.

Act 188 does not provide for authority for a county to join or to annex itself to an existing college district unless the county initially voted unfavorably upon the original project. In the opinion of the Committee, the act should be amended to allow other counties to join the established district, providing they have the approval of the Board of Trustees of the college district, and an affirmative vote of the electors in such counties.

Legal Basis for a Four-Year College. There is no statute at the present time which would afford a basis for the establishment of a four-year, locally controlled college. To accomplish this would require a new act or an amendment to the present act. It should also be noted that under present laws there is no provision for State aid to the third and fourth years of a four-year locally controlled college.

The Committee does not favor attempting to amend Act 188 at this time to cover a four-year college. The committee believes such an amendment would receive a more favorable reception in the Michigan Legislature after the college has been operating a few years and is ready to expand into a four-year college.

THE SUMMING UP

We, the members of the Committee of 300 of the Tri-County College Study, hold that the following facts have been established by our year-long study:

1. Bay City Junior College, which for a third of a century has served with distinction as the only junior college in the area, must soon acquire new quarters if it is to continue to function.

2. The people of Bay, Midland and Saginaw Counties can best serve their several needs by joining forces to build and operate a single, jointly-controlled and jointly-financed college, this college to be situated so as to be most readily accessible to a majority of the residents in the three counties.

3. This college should be of the highest excellence and should not be limited in scope. It should be instituted as a two-year college but its controlling board should have authority to develop a full four-year degree-granting institution if and when, in the board's judgment, the needs of the three counties require that this be done and necessary legislation has been secured.

4. This college should have four principal objectives: (a) to prepare students for continued studies toward academic degrees, (b) to offer courses in occupational training, (c) to offer continuing education courses to all area citizens, and (d) to become a cultural center for the entire area.

5. Operation of this college should be directed by a board elected by, and from among, citizens of the three counties.

6. Revenue to finance capital and operating costs of this college should be sought primarily from the following sources: (a) State funds, (b) tuition fees, (c) property taxes levied through the three counties.

7. The Legislature should be asked in its next session to amend legislation to permit the people of the three counties to establish and operate such a college district as is herein recommended.

8. The board in control of this college should be authorized to levy necessary property taxes outside the scope of the 15-mill limit.

Future Action. To implement action based upon these facts, we, the members of the Committee of 300 of the Tri-County College Study, do firmly resolve to select a group of responsible citizens representative of the citizens of Bay, Midland and Saginaw Counties, and to instruct them to form a non-profit corporation to be known as "Citizens for a Tri-County College," and through this non-profit corporation to disseminate information to all citizens of the three counties concerning the conclusions and recommendations of the Committee of 300, and to promote everything necessary to bring about the establishment of a college in accordance with the recommendations of the Committee, including among others the enactment of suitable legislation by the State Legislature. Further, we resolve that such non-profit corporation should be provided with authority to collect and disburse money and to organize in any appropriate manner to obtain a vote of the citizens of the three counties at the earliest possible date on the question of establishing a tri-county college district and to elect a controlling board.